REPUBLIC OF KENYA

Kenya National Development Programme

EDUCATION IMPLEMENTATION PROGRAMME

KENYA SCHOOLS INFRASTRUCTURE AND WORKFORCE PROGRAMME

Based on Kenya 2026 Population: 58.6 million · School-age cohort: 21 million
Kindergarten · Primary · Secondary
Schools Required · Teachers Required · Qualifications by Tier
The 20-Year Build and Train Programme · Phased Targets · KSBC Construction Pipeline
Teacher Production System · In-Service Upgrade Pathway · The Gap and How to Close It

Kenya National Development Programme · 2026

SECTION 1: THE BASELINE — WHERE KENYA STANDS TODAY

Before designing the programme we need to know what already exists. Kenya has a large school system. It is not starting from zero. The question is the gap between what exists and what the Kenya School Standard requires — in buildings, in teachers, and in qualifications.

1.1 Current School Numbers (2024 Data)

Level	Total Schools	Public / Private Split	Enrolment
Pre-Primary / KG Schools	47,760 total	32,461 public · 15,299 private	2.91 million enrolled
Primary Schools	38,997 total	23,831 public · 15,166 private	10.73 million enrolled
Secondary Schools	10,755 total	~8,200 public · ~2,555 private	4.32 million enrolled
Junior Secondary (new CBC)	~29,000 (integrated)	Majority public	Part of primary cohort above

1.2 Current Teacher Numbers (2024 Data)

Category	Number	Notes	Qualifications
Pre-Primary (ECDE)	77,583	County government employed. Not TSC.	Diploma minimum; many certificate-only
Primary School Teachers	212,602	TSC employed. Down 3.2% from 2023.	P1 Certificate majority; some degree-holders
Secondary School Teachers	130,818	TSC employed. Up 4.2% from 2023.	85.4% hold a Bachelor's degree (111,702)
Junior Secondary (CBC)	20,495	TSC employed. New cadre from 2023.	Degree-holders predominant
Total TSC-employed teachers	461,370	Inclusive of all levels TSC manages.	—
Registered but unemployed	343,485	84,510 post-primary · 124,061 primary · 134,914 ECDE	Qualification levels vary
Current teacher shortage	98,261	TSC-declared shortfall as of April 2025.	Projected to worsen with senior secondary 2026

THE CRITICAL FINDING	Kenya has 343,485 registered, qualified teachers who are not employed by the TSC — while simultaneously declaring a shortage of 98,261 teachers. The first task of the

	workforce programme is to absorb the existing qualified pipeline before training new ones. The shortage is not primarily a production problem. It is a hiring and funding problem.

1.3 The Qualification Gap in Primary Schools

The most serious qualification deficit is in primary school teaching. Kenya's primary school teacher qualification has historically been the P1 Certificate — a 2-year post-secondary programme at Primary Teacher Colleges. The Kenya School Standard requires degree-qualified teachers across all primary levels. The gap between the P1 Certificate and a Bachelor of Education is significant — in content knowledge, pedagogical depth, and subject specialisation — but it is closeable through a structured in-service upgrade programme. This is the primary qualification challenge of the next 10 years.

Secondary school teaching is in better shape: 85.4% of public secondary teachers already hold a Bachelor's degree. The qualification challenge at secondary level is not the general degree requirement — it is ensuring that subject specialists match the Kenya School Standard's specialist subject requirements, particularly in technical, creative, and sports education where degree-qualified specialists are scarce.

SECTION 2: HOW MANY SCHOOLS KENYA NEEDS

Kenya's 2026 population of 58.6 million has a median age of 20.3 years — a young population with a very large school-age cohort. The Kenya National Bureau of Statistics projects 21 million school-age children (ages 4–17). Using the Kenya School Standard's class sizes and stream definitions, the following calculations determine the national school requirement.

2.1 The School-Age Population — 2026 Figures

Tier	Per Cohort Year	Total in Age Band	Source / Note
KG (ages 4–5)	~2.5 million per year of age	~5.0 million total across 2 KG years	KNBS 2025 projection: 2.51M per cohort year
Primary (ages 6–13)	~1.9 million per year of age	~15.2 million total across 8 primary years	21% of total population; KNBS baseline
Secondary (ages 14–17)	~1.85 million per year of age	~7.4 million total across 4 secondary years	~10% of total population
Total school-age	—	~27.6 million	Ages 4–17; includes current out-of-school children

THE OUT-OF-SCHOOL ADJUSTMENT	Current enrolment (10.73M primary, 4.32M secondary) is below the school-age population — the gap represents out-of-school children who must be brought into the system as the Kenya School Standard is implemented. The school numbers below are calculated on full-enrolment — the standard the programme is designed to achieve.

2.2 Kindergarten — Schools Required

KG standard: 20 pupils per class, minimum 2 streams per year level. A 2-stream KG accommodates 40 children per year level × 2 years = 80 children. KG shares a campus with the primary school in all but exceptional cases.

Parameter	Number	Basis
Total KG-age children (ages 4–5)	5.0 million	—
Capacity per 2-stream KG	80 children	20 per class × 2 streams × 2 year levels
Capacity per 3-stream KG	120 children	20 per class × 3 streams × 2 year levels
Schools required at 2-stream	62,500	5,000,000 ÷ 80
Schools required at 3-stream	41,667	5,000,000 ÷ 120

Working national estimate	52,000 campuses	Mix of 2-stream rural, 3-stream urban
Currently exist (all types)	47,760	2024 data — public and private combined
Additional KG capacity required	~4,200 campuses	Majority on new primary school sites

2.3 Primary Schools — Schools Required

Primary standard: 30 pupils per class, minimum 2 streams, 8 year levels (Standards 1–8). A 2-stream primary accommodates 60 children per year level × 8 = 480 children.

Parameter	Number	Basis
Total primary-age children (ages 6–13)	15.2 million	—
Capacity per 2-stream primary	480 children	30 per class × 2 streams × 8 year levels
Capacity per 3-stream primary	720 children	30 per class × 3 streams × 8 year levels
Capacity per 4-stream primary	960 children	30 per class × 4 streams × 8 year levels
Schools required at 2-stream only	31,667	15,200,000 ÷ 480
Schools required at 3-stream only	21,111	15,200,000 ÷ 720
Working national estimate	26,000 schools	Weighted average: 60% 2-stream, 30% 3-stream, 10% 4-stream
Currently exist (public primary only)	23,831	2024 data
Gap — new public primary schools needed	~2,200	Plus: upgrade all 23,831 existing to Kenya School Standard

2.4 Secondary Schools — Schools Required

Secondary standard: 30 pupils per class, minimum 2 streams, 4 year levels (Forms 1–4). A 2-stream secondary accommodates 60 students per form × 4 = 240 students.

Parameter	Number	Basis
Total secondary-age children (ages 14–17)	7.4 million	—
Capacity per 2-stream secondary	240 students	30 per class × 2 streams × 4 forms
Capacity per 3-stream secondary	360 students	30 per class × 3 streams × 4 forms
Capacity per 4-stream secondary	480 students	30 per class × 4 streams × 4 forms
Schools required at 2-stream	30,833	7,400,000 ÷ 240

only		
Schools required at 3-stream only	20,556	7,400,000 ÷ 360
Working national estimate	24,000 schools	Weighted average: 55% 2-stream, 35% 3-stream, 10% 4-stream
Currently exist (public secondary only)	~8,200	2024 data — excludes private
Gap — new public secondary schools needed	~15,800	The largest single construction challenge in the programme

2.5 Summary — Total School Requirement

Tier	Required	Existing (public)	New Build	Upgrade Requirement
Kindergarten (on primary campus)	52,000 campuses	47,760 exist	~4,200 new	Upgrade all existing to KSS
Primary	26,000 schools	23,831 exist	~2,200 new	Upgrade all existing to KSS
Secondary	24,000 schools	~8,200 exist	~15,800 new	Largest construction programme
TOTAL	~102,000 facilities	~79,791 exist	~22,200 new	Plus upgrade of all existing

THE SECONDARY SCHOOL IMPERATIVE	The secondary school gap is the programme's most urgent construction challenge. Kenya has 8,200 public secondary schools serving 4.3 million students — a system operating far below the capacity needed for a fully enrolled secondary-age population of 7.4 million. As the primary school expansion succeeds and KCPE completion rates rise, the pressure on secondary school intake will intensify. Secondary school construction must begin immediately and at scale.

SECTION 3: HOW MANY TEACHERS KENYA NEEDS

The teacher workforce calculation follows from the school numbers and the Kenya School Standard's staffing model. Every school requires a defined complement of teaching, support, and specialist staff. The total is large — but it is broken down here by tier, by role, and by the timeline over which it can be assembled.

3.1 Kindergarten Teacher Requirement

KG staffing model per 2-stream school (80 children, 4 classes across 2 year levels): 4 class teachers + 4 teaching assistants. The 1:10 ratio for ages 4–6 is developmentally non-negotiable.

Role	Ratio	Calculation	Total Required
KG Class Teachers	4 per 2-stream school	52,000 schools × 4	208,000
KG Teaching Assistants	4 per 2-stream school	52,000 schools × 4	208,000
KG Admin/Support	1 per school (shared with primary admin)	52,000 × 0.5 equivalent	26,000 equivalent
KG TOTAL	—	—	~442,000

3.2 Primary School Teacher Requirement

Primary staffing model per 2-stream school (480 children, 16 classes): Lower Primary class teachers (6); Upper Primary subject teachers (12 across all specialist subjects); PE teachers (2); Support staff — librarian, nurse, reading specialist, counsellor (4).

Role	Staffing Standard	Calculation	Total Required
Lower Primary Class Teachers (Std 1–3)	6 per 2-stream school	26,000 × 6	156,000
Upper Primary Subject Teachers	English (1), Kiswahili (1), Maths (1), Science (1), Social Studies (1), Second Language (1) = 6	26,000 × 6	156,000
Technical & Practical Teachers	Woodwork/Metal (1), Computer (1), Agriculture (1), Home Science (1) = 4	26,000 × 4	104,000
Creative Arts Teachers	Visual Art/Pottery (1), Music (1), Drama (1) = 3	26,000 × 3	78,000
Physical Education Teachers	2 per school	26,000 × 2	52,000
School Librarian	1 per school	26,000 × 1	26,000
School Nurse	1 per school	26,000 × 1	26,000

Reading Specialist	1 per school	26,000 × 1	26,000
School Counsellor	1 per 2 schools (shared)	26,000 × 0.5	13,000
Lab Technician (Sci + Computer)	1 per school	26,000 × 1	26,000
Admin (Head + Deputy + Admin Officer)	3 per school	26,000 × 3	78,000
PRIMARY TOTAL	—	—	~741,000

3.3 Secondary School Teacher Requirement

Secondary staffing model per 3-stream school (360 students): 28 subject teachers + 8 support and specialist staff. The secondary school is fully subject-specialist — no generalist teachers.

Role	Staffing Standard	Calculation	Total Required
Languages (English, Kiswahili, Foreign Language)	3 per school	24,000 × 3	72,000
Mathematics	2 per school (one per stream pair)	24,000 × 2	48,000
Sciences (Biology, Chemistry, Physics, Computer Science)	4 per school	24,000 × 4	96,000
Humanities (History, Geography, Economics)	3 per school	24,000 × 3	72,000
Business Studies	1 per school	24,000 × 1	24,000
Technical (Technical Studies, Agriculture)	2 per school	24,000 × 2	48,000
Creative Arts (Fine Art, Music, Drama)	3 per school	24,000 × 3	72,000
Physical Education and Sports Science	3 per school	24,000 × 3	72,000
School Librarian + Library Assistant	2 per school	24,000 × 2	48,000
School Nurse	1 per school	24,000 × 1	24,000
School Counsellors	2 per 3-stream school	24,000 × 2	48,000
Lab Technician (Science)	1 per school	24,000 × 1	24,000
IT Technician	1 per school	24,000 × 1	24,000
Workshop Technician (Technical Complex)	1 per school	24,000 × 1	24,000
Admin (Principal, Deputies, Admin Officer)	3 per school	24,000 × 3	72,000
SECONDARY TOTAL	—	—	~768,000

3.4 Total Teacher and Education Staff Requirement

Tier	Staff Required	Composition
Kindergarten	442,000	208,000 class teachers + 208,000 TAs + 26,000 support
Primary	741,000	Inclusive of subject, technical, creative, PE, and support staff
Secondary	768,000	Inclusive of all subject specialists, support, and admin
GRAND TOTAL	1,951,000	~2 million education staff to fully staff the Kenya School Standard

THE GAP	Kenya currently has approximately 461,370 TSC-employed teachers plus ~77,583 county ECDE teachers = ~539,000 total education staff. The Kenya School Standard requires approximately 1,951,000 education staff. The gap is 1,412,000 people — a workforce that needs to be recruited, trained, and deployed over 20 years. This is 70,600 additional education staff per year. It is achievable. It requires a structured plan.

SECTION 4: TEACHER QUALIFICATIONS BY TIER AND ROLE

The qualification standard for each role is set at the level the job actually requires — not at the highest possible level regardless of practicality, and not at the lowest possible level regardless of quality. The standard is ambitious enough to ensure genuine teaching competence, and realistic enough to be achievable within the programme's timeline.

4.1 The Qualification Philosophy

Three principles govern every qualification decision in this programme. First, the content knowledge required to teach a subject well exceeds the content knowledge required to pass the subject as a student. A primary mathematics teacher should understand mathematics beyond Standard 8. A secondary chemistry teacher should understand chemistry beyond KCSE. A KG teacher should understand early childhood development at a level that no 4-year-old's parent necessarily has.

Second, a diploma-qualified teacher who is in the classroom today and teaching well is more valuable than a degree-qualified teacher who has not yet been trained. The in-service upgrade pathway exists to raise the qualification floor progressively — not to remove qualified practitioners from classrooms while waiting for a higher qualification that arrives years later.

Third, where a non-teaching professional qualification is more appropriate than a teaching qualification — the school nurse, the school librarian, the workshop technician — the professional qualification is required, with a short orientation in educational contexts added on top.

4.2 Qualification Standards — Full Table

Role	Minimum Qualification	Qualification Content and Rationale	Upgrade / Transition Pathway
KG Teaching Assistant	KNQF Level 3 Certificate in Early Childhood Education and Development	6–12 months. Practical-focused. Delivered at the nearest Vocational Training Institute or Teacher Training College. The fastest route to a qualified adult in a KG classroom.	→ KNQF Level 4 Diploma in ECDE within 5 years through part-time study
KG Class Teacher	KNQF Level 4 Diploma in Early Childhood Development and Education (ECDE)	2-year post-KCSE programme at a Teacher Training College or University College. Covers child development, early literacy, early numeracy, play-based pedagogy, child safeguarding, and the Kenya School Standard KG curriculum.	→ BEd (Early Childhood) within 10 years through in-service degree programme. All existing P2-qualified ECDE teachers enrolled automatically.

Lower Primary Class Teacher (Std 1–3)	Bachelor of Education — Lower Primary Specialisation (KNQF Level 6)	4-year degree. This is non-negotiable. The teacher who establishes a child's reading and number foundations must understand the mechanics of literacy and numeracy acquisition at a professional level — not just the ability to read and count themselves. A misdiagnosed reading difficulty in Standard 2 creates a barrier that can follow a child for life.	Existing P1 Certificate holders: enrolled in an in-service BEd upgrade programme. P1 Certificate recognised as KNQF credit equivalent to 1 year of the degree. 3 additional years of part-time study. 8-year completion window.
Upper Primary Subject Teacher	Bachelor of Education — Primary, subject specialisation (KNQF Level 6)	4-year degree with a subject specialism: Mathematics, Science, Languages, Social Studies, or Technical Education. The mathematics teacher teaches only mathematics. The science teacher teaches only science. Subject specialisation at upper primary level is essential for the depth the Kenya School Standard curriculum requires from Standard 4 onwards.	Existing P1 Certificate holders teaching upper primary: same in-service BEd upgrade pathway. Subject specialisation selected at Year 2 of upgrade programme.
Upper Primary Technical Teacher (Woodwork, Metalwork, Computer Science, Agriculture, Home Science)	BEd Technical Education OR relevant professional degree/HND + 1-year Postgraduate Diploma in Education (PGDE)	The woodwork teacher who spent 5 years as a master carpenter before qualifying as a teacher is better than one who only ever taught woodwork. The route to technical teaching through professional experience + PGDE is equally valid and equally required. Both routes lead to the same qualification level.	Existing technical teachers without degree: enrolled in KNQF HND upgrade or PGDE programme depending on existing qualification level.
Upper Primary Creative Arts Teacher (Visual Art, Music, Drama)	BEd Arts Education OR arts degree + PGDE	The music teacher should be a practising musician. The drama teacher should be a practising theatre practitioner. Arts teaching qualifications must include demonstrated performance or practice in the art form — not only the theory of arts education.	Existing arts teachers: PGDE route available for those holding relevant arts qualifications.
Upper Primary PE Teacher	BEd Physical	The PE teacher who runs	Existing PE

	Education OR BSc Sports Science + PGDE	the school's swimming programme must be a qualified swim coach. The PE teacher who identifies a future Olympic athlete must understand exercise physiology. PE teaching at the Kenya School Standard requires a sports science foundation, not a general fitness qualification.	teachers without sports science degree: enrolled in part-time BSc Sports Science programme at University of Eldoret or nearest sports science faculty.
Secondary Subject Teacher — Academic Subjects	Bachelor of Education — secondary subject specialisation OR subject Bachelor's degree + PGDE (KNQF Level 6)	The secondary chemistry teacher teaches only chemistry — and must understand chemistry at a level beyond KCSE. The BEd with secondary specialisation and the subject degree + PGDE are equally valid routes. Both require a degree in the subject or closely related area. A teacher with only a KCSE distinction in chemistry is not qualified to teach chemistry at secondary level.	85.4% of current public secondary teachers already hold a degree. For the 14.6% who do not: mandatory upgrade to degree or PGDE within 5 years.
Secondary Technical and PE Teachers	BSc/BEng in the technical field + PGDE OR BEd Technical/Sports Science	Technical Studies teacher: engineering or construction background required. Agriculture teacher: agricultural science degree required. PE teacher: sports science degree required with multi-sport coaching qualifications. These are specialists — not generalists who have been given a workshop or a pitch.	New appointments only. Existing teachers without appropriate degree qualification enrolled in mandatory upgrade programme.
Secondary Creative Arts Teachers	Bachelor's degree in the art form + PGDE OR BEd Arts Education with performance portfolio	The secondary music teacher must demonstrate performance competence on a minimum of one instrument at a professional standard. The Fine Art teacher must hold a practising artist portfolio. Appointment to a creative arts teaching post without demonstrated practice in the art form is not permitted.	New appointments only. Existing arts teachers audited for practice competence; those below standard enrolled in professional development programme with 3-year improvement window.

School Librarian	Diploma in Library and Information Science (KNQF Level 4) minimum. BLS (Bachelor of Library Science) preferred.	The school librarian is a qualified professional — not a teacher assigned to the library as an administrative duty. The library is the intellectual infrastructure of the school. Its manager should be qualified to manage it.	Existing teachers managing school libraries: Diploma in Library Science within 3 years or transfer back to classroom teaching.
School Nurse	Kenya Registered Nurse (KRN) — professional qualification	The school nurse is a qualified nurse — not a first-aid-trained teacher. The school nurse provides real medical care, reproductive health education, mental health first response, and coordination with the county health system.	No in-service upgrade pathway. School nurses are recruited from the nursing profession. Not interchangeable with teaching staff.
School Counsellor	BEd Counselling Psychology OR BSc Psychology + Counselling Certificate	The school counsellor must hold a recognised counselling qualification. Counselling a child or adolescent in distress without professional training is potentially harmful. This role is not a pastoral addition to a teacher's duties. It is a standalone professional appointment.	No in-service upgrade pathway for non-counsellors. Existing teachers with counselling qualifications recognised. Those without must not perform counselling functions.

SECTION 5: THE 20-YEAR SCHOOLS BUILDING PROGRAMME

The Kenya School Standard must be built. Every existing public school must be upgraded to it. Every new school demanded by demographic growth must be built to it from the ground up. The delivery institution is KSBC — the Kenya Structural Building Corporation — whose Design Studio has already produced the National School Types in six climatic zone variants. The construction programme is the largest civilian building programme in Kenya's history.

5.1 The Construction Scale

Programme Component	Total Volume	Annual Rate and Feasibility
New primary schools	~2,200	~110 per year over 20 years. KSBC capacity: fully within range.
New secondary schools	~15,800	~790 per year over 20 years. This is the critical volume.
School upgrades	~79,800	~3,990 upgrades per year — ranging from adding a pool to full rebuild.
Teacher housing (rural)	~18,000 units	Staff accommodation at remote and ASAL postings.

KSBC CAPACITY CHECK	KSBC's national construction target across all programmes is 200,000+ affordable housing units per year, plus schools, hospitals, and public buildings. The 790 new secondary schools per year required by this programme represents a significant but manageable component of KSBC's total output — equivalent to approximately 8 schools per county per year. With the Housing Production Centres providing off-site prefabricated components, and the KSBC Academy producing qualified site supervisors, this target is achievable from Year 3 of KSBC's operation.

5.2 The Phased Construction Programme

Phase	Actions	Outputs
PHASE 1 Years 1–3 Foundation	Priority: Every existing school gets water, electricity, a functional library, and a reading room. No school operates without these four basics. New secondary schools: 500 per year in counties with the most acute secondary school deficits (Turkana, Mandera, Wajir, Garissa, Samburu, West Pokot, Tana River — counties where secondary school enrollment rates are lowest). KG upgrade: all existing KG facilities assessed; those failing minimum standard upgraded immediately.	1,500 new secondary schools. All 23,831 primary schools with water and electricity. 47,760 pre-primary facilities assessed and minimum-standard upgraded.
PHASE 2 Years	Full Kenya School Standard upgrade by county, in sequence.	4,000 new

3–8 Systematic Upgrade	Six counties upgraded per year to full standard. Sequence determined by: school condition survey scores, enrollment pressure, distance to nearest standard school, and county government co-investment commitment. New secondary school construction continues at 800 per year. Primary school new builds: 200 per year. Secondary school sports facilities (pool, sports hall, athletics track) added to all Phase 1 schools.	secondary schools. 1,000 new primary schools. 24 counties fully upgraded to Kenya School Standard.
PHASE 3 Years 8–15 Completion	Remaining 23 counties upgraded to Kenya School Standard. New secondary school construction: 900 per year to address population growth. Urban densification programme: 4-stream schools built in wards where 3-stream schools are now at capacity. Boarding wings constructed at all ASAL and remote rural secondary schools. Teacher housing programme: 2,000 units per year for rural and remote postings.	6,300 new secondary schools. 1,200 new primary schools. All counties on Kenya School Standard. 14,000 teacher housing units completed.
PHASE 4 Years 15–20 Maintenance and Growth	All schools on Kenya School Standard. Programme transitions from construction to maintenance: 10-year rolling maintenance cycle managed by Settlement Maintenance Corps at county level, with KSBC responsible for structural and specialist facility maintenance. New school construction continues at 400–600 per year to match population growth. Secondary school expansion: upgrade 2-stream schools to 3-stream in counties where enrollment pressure demands it.	2,000–3,000 new secondary schools. Maintenance cycle fully active. No school falls below Kenya School Standard.

SECTION 6: THE TEACHER PRODUCTION SYSTEM

Kenya needs approximately 1.4 million additional education staff over 20 years — an average of 70,000 per year. The system that produces them runs on three parallel tracks: absorbing the 343,485 registered but unemployed teachers immediately; upgrading the 461,370 currently employed teachers to Kenya School Standard qualifications through in-service programmes; and training new teachers through a restructured and expanded teacher training system.

6.1 Track 1 — The Immediate Absorption

343,485 registered teachers are not employed by the TSC despite being qualified. This is the fastest available source of additional education staff. The programme absorbs them in three tranches:

Tranche	Teachers	Deployment	Cost
Tranche 1 — Year 1	84,510 post-primary (secondary) teachers	Absorbed immediately into new and expanding secondary schools. Secondary is the most acute shortage. These teachers have degrees — they are ready to teach.	KSh 18.5 billion per year in additional salary bill
Tranche 2 — Year 2	124,061 primary school teachers	Absorbed into the primary system — prioritised for new schools being built and for schools with the most severe pupil-teacher ratios. P1-qualified teachers begin in-service BEd upgrade on appointment.	KSh 22.3 billion per year
Tranche 3 — Year 3	134,914 ECDE teachers	Absorbed into the county ECDE system — funded at national level as part of this programme, taking the ECDE teacher employment responsibility from chronically under-resourced county governments.	KSh 16.2 billion per year. Requires constitutional amendment to bring ECDE teacher employment to national level.
TOTAL ABSORPTION	343,485 teachers	Absorbed over 3 years	~KSh 57 billion per year in additional salary bill at full absorption

WHY ABSORPTION FIRST	Kenya is spending money on teacher training while 343,485 trained teachers are unemployed. This is fiscally and educationally irrational. The absorption programme costs money — but it produces qualified teachers in classrooms within 12 months rather than the 4 years required to produce a new graduate. The training system runs in parallel to build for the future. The absorption programme addresses the present.

6.2 Track 2 — In-Service Qualification Upgrade

Upgrading currently employed teachers to Kenya School Standard qualifications is the most efficient way to raise the overall qualification floor quickly. Teachers remain in schools — their classes are not disrupted. They study in the evenings, at weekends, and during holidays. The upgrade programmes are delivered by Teaching Universities and University Colleges at satellite centres — not requiring teachers to travel to the main campus.

Upgrade Programme	Target Population	Delivery Model	Completion Target
P1 Certificate → BEd Lower Primary	~150,000 eligible teachers	P1 Certificate recognised as 1 year of BEd equivalent. 3 further years part-time. 8-year completion window. Delivered at nearest Teacher Training College now acting as University College constituent.	Target: 100% of Lower Primary teachers degree-qualified by Year 12
P1 Certificate → BEd Upper Primary (subject specialism)	~80,000 eligible teachers	Same credit recognition. Subject specialism selected in Year 2. Technical and arts subject teachers routed to BEd Technical or arts degree pathway.	Target: 100% of Upper Primary teachers degree-qualified by Year 12
ECDE Diploma → BEd Early Childhood	~77,000 ECDE teachers	ECDE Diploma recognised as 1.5 years of BEd equivalent. 2.5 further years part-time.	Target: 80% of KG class teachers degree-qualified by Year 15
Certificate → ECDE Diploma (KG Teaching Assistants)	~208,000 TAs to be appointed	Certificate programme at VTI: 12 months. All new KG TA appointments begin on Certificate programme. Diploma upgrade within 5 years.	Target: 100% of KG TAs Certificate-qualified at appointment. 80% Diploma-qualified by Year 8.
Secondary non-degree teachers → Degree/PGDE	~19,000 (14.6% of 130,818)	Subject degree or PGDE through nearest Teaching University. 3-year completion window. No extension granted.	Target: 100% of secondary teachers degree-qualified by Year 5.

6.3 Track 3 — New Teacher Production

The teacher training system is restructured to produce degree-qualified teachers at the required volume. The 30 existing Primary Teacher Colleges are restructured as constituent colleges of their nearest Teaching University — awarding BEd degrees rather than P1 Certificates. New Teacher Training University Colleges are established in counties that currently have no teacher training facility.

Programme	Annual Output (Year 5 target)	Production Route	Destination

BEd Early Childhood (KG Class Teacher)	8,000 graduates/year	Year 5 target: 50 Teacher Training University Colleges × 160 graduates each	Feeds: KG class teacher posts at new and expanding schools
BEd Primary — Lower Primary specialisation	12,000 graduates/year	Restructured P1 Colleges producing degree graduates	Feeds: Lower Primary class teacher posts
BEd Primary — Upper Primary specialisation	10,000 graduates/year	Subject specialisations across maths, science, languages, technical, arts, PE	Feeds: Upper Primary subject teacher posts
BEd Secondary + subject degrees + PGDE	20,000 graduates/year	Tier 1 and Tier 2 universities combined output	Feeds: Secondary school subject teacher posts
Specialist professionals (nurses, librarians, counsellors)	5,000 graduates/year	Health, library science, and psychology faculties	Feeds: Support staff posts at all tiers
TOTAL new education staff per year	55,000/year	From Year 5 of the programme	At this rate, the workforce gap is closed in 26 years from new graduates alone — hence the in-service upgrade and absorption tracks are essential

SECTION 7: CLOSING THE GAP — THE 20-YEAR WORKFORCE TRAJECTORY

The three tracks — absorption, in-service upgrade, and new production — run simultaneously. Together they close the gap between the current 539,000 education staff and the required 1,951,000 within 20 years. The trajectory below shows the annual progress across the full programme.

Year	Education Staff	Annual Additions	Running Total	Key Milestone
Year 1	539,000	+84,510 absorption (secondary teachers) +50,000 new graduates	673,510	Priority: secondary teacher absorption and KG TA certificate programme launched
Year 2	673,510	+124,061 absorption (primary) +52,000 new graduates	849,571	In-service upgrade enrolment begins for P1-qualified primary teachers
Year 3	849,571	+134,914 absorption (ECDE) +53,000 new graduates	1,037,485	All 343,485 registered unemployed teachers absorbed. Upgrade track at full pace.
Year 5	1,037,485	+55,000/year new graduates now at full production	1,147,485	Teacher training university college system at full output. Secondary school building at 800/year.
Year 8	~1,290,000	55,000/year new + upgrade cohorts graduating into degree posts	~1,350,000	50% of primary teachers now degree-qualified. Secondary qualification gap closed.
Year 12	~1,580,000	55,000/year new + in-service upgrade completions	~1,650,000	95% of primary teachers degree-qualified. 80% of KG teachers degree-qualified.
Year 15	~1,780,000	55,000/year new — now primarily replacement and growth	~1,850,000	All schools on Kenya School Standard and fully staffed to minimum standard.
Year 20	~1,951,000	55,000/year — steady state production matching retirements and growth	~1,951,000	Full Kenya School Standard workforce. All teachers degree or diploma qualified at required level.

7.1 The Financing Requirement

The teacher absorption programme adds approximately KSh 57 billion per year to the public salary bill at full absorption in Year 3. The in-service upgrade programme adds approximately KSh 8 billion per year in fees, study materials, and stipends for upgrading teachers. The new teacher production system is funded through the Tertiary Education Vision's per-student grant mechanism — no additional funding is required beyond the tertiary free-at-point-of-access commitment. The school construction programme is funded from the Education Infrastructure Fund at KSh 20 billion per year.

The total additional annual cost of the programme at full absorption and production (Year 5): approximately KSh 85 billion. Against Kenya's current education budget of approximately KSh 650 billion (2024/25 estimates), this represents a 13% increase in education spending — achievable within the 20% of national budget education commitment established in the Education Vision.

7.2 The Pupil-Teacher Ratio Trajectory

The Kenya School Standard targets a maximum of 30 pupils per class at primary level and 30 per class at secondary. The current average pupil-teacher ratio in Kenyan primary schools is approximately 48:1 — well above the standard. The trajectory below tracks the ratio improvement as teacher absorption and school construction proceed simultaneously.

Year	Primary PTR	Secondary PTR	Status
2024 baseline	48:1 primary	33:1 secondary	The current position. Primary dangerously overcrowded in many schools.
Year 3 (absorption complete)	38:1	28:1	Secondary below target. Primary improving but still above standard.
Year 8	33:1	30:1	Secondary at target. Primary approaching target as school construction and teacher pipeline combine.
Year 12	30:1	29:1	Primary at target. Both tiers at Kenya School Standard.
Year 20	29:1	28:1	Steady state. Population growth matched by school construction and teacher production.

SECTION 8: COUNTY-LEVEL PLANNING — THE MOST ACUTE DEFICITS

The national figures conceal enormous county-level variation. Eight counties account for a disproportionate share of the school infrastructure gap, the teacher shortage, and the out-of-school child population. These counties are the first priority of the Phase 1 construction programme and receive the largest allocation of absorbed secondary teachers in Year 1.

County	Secondary NER	Ward Count	Challenge Profile	Phase 1 Target
Turkana	Secondary NER ~12%	1,450 wards	Fewest secondary schools per capita in Kenya. ASAL. Large pastoralist population. Boarding schools essential.	Priority 1: 80 new secondary schools in Phase 1. All with boarding wings.
Mandera	Secondary NER ~15%	925 wards	Security challenges have disrupted school construction. High fertility rate — growing child population.	Priority 1: 60 new secondary schools in Phase 1.
Wajir	Secondary NER ~18%	700 wards	Similar profile to Mandera. Teacher posting refusal rate highest in Kenya — remote posting allowance critical.	Priority 1: 50 new secondary schools. Housing for all teachers.
Garissa	Secondary NER ~22%	615 wards	Large refugee population in Dadaab adds demand. School infrastructure severely underdeveloped.	Priority 1: 45 new secondary schools. Refugee-inclusive enrollment.
Samburu	Secondary NER ~20%	540 wards	Pastoralist communities. Mobile populations require flexible schooling options alongside fixed campus schools.	Priority 1: 35 new secondary schools. Mobile school unit programme.
West Pokot	Secondary NER ~25%	480 wards	Infrastructure gap combined with high dropout rates. Girls' secondary enrollment particularly low.	Priority 1: 40 new secondary schools. Girls' boarding prioritised.
Tana River	Secondary NER ~28%	395 wards	Flood-affected. School sites require elevated construction standard. Teacher shortage acute.	Priority 1: 30 new secondary schools. KSBC climate-adapted design.
Marsabit	Secondary NER ~24%	780 wards	Largest county by area. Dispersed population. Boarding schools the only viable model for most students.	Priority 1: 45 new secondary schools. All with boarding wings.

THE EQUITY IMPERATIVE	The Kenya School Standard means nothing if the counties with the lowest school enrollment rates receive the last schools built. Phase 1 of the construction programme deliberately front-loads new secondary school construction in the eight counties with the lowest secondary Net Enrollment Rates. The child in Turkana is not served by a beautiful school in Nairobi built to the Kenya School Standard. She is served by a school in her own county, built to that same standard, with a qualified teacher, a working pool, and a library with 3,000 books.

SECTION 9: PROGRAMME SUMMARY

9.1 The Numbers at a Glance

Parameter	Number	Notes
Kenya population (2026)	58.6 million	Median age 20.3 years
School-age population (ages 4–17)	~27.6 million	21 million per UN education planning estimate; full-enrollment calculation
KG schools required	52,000 campuses	On primary school sites. 47,760 exist; ~4,200 additional capacity needed.
Primary schools required	26,000	23,831 exist. ~2,200 new build. All 23,831 upgraded to Kenya School Standard.
Secondary schools required	24,000	~8,200 public exist. ~15,800 new build. Largest construction programme.
Total new school build	~22,200	22,200 schools over 20 years = 1,110 per year average
Total education staff required	1,951,000	KG: 442,000 · Primary: 741,000 · Secondary: 768,000
Current education staff	~539,000	461,370 TSC + 77,583 ECDE county-employed
Registered unemployed teachers	343,485	Absorbed in Years 1–3 as the fastest route to staffing
Current teacher shortage (TSC)	98,261	Declared April 2025. Rising with senior secondary expansion in 2026.
Gap to close	1,412,000	Over 20 years = 70,600 per year via absorption + upgrade + new production
New teacher production (Year 5+)	55,000/year	From restructured teacher training university college system
Education Infrastructure Fund	KSh 20B/year	Ring-fenced. For school construction and renovation only.
Additional salary cost (Year 3+)	~KSh 57B/year	From absorption of 343,485 registered unemployed teachers
Total additional education spend	~KSh 85B/year	13% increase on current education budget. Within the 20% of national budget commitment.

One standard. 22,200 new schools. 1.4 million new teachers. 20 years.

The numbers are large. The alternative is larger — a generation without schools.

Shule Ya Taifa. Every child. Every ward. One standard.